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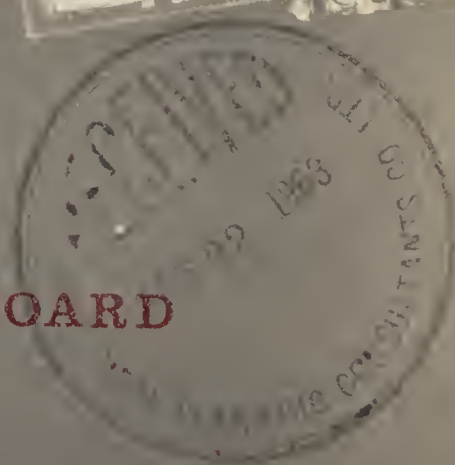
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# THE CORE of the CENTRAL WATERFRONT

CITY OF TORONTO PLANNING BOARD  
OCTOBER 1962







THE CORE  
of the  
CENTRAL WATERFRONT

A Proposal by the  
City of Toronto Planning Board

October 1962

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A Treatise on the

History of the City of Toronto

1827



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## INTRODUCTION

Since 1793 when Alexander Aitken planned a townsite east of the military camp of Fort York, in keeping with orders of Lieutenant-Colonel John Graves Simcoe, the first Lieutenant-Governor of the Province of Upper Canada, the waterfront of Toronto has played an important role in the life of the municipality and has therefore been the object of considerable attention. Through the years, several attempts have been made to turn the waterfront into a more attractive area presenting a suitable setting for Toronto.

The first attempt was the issuance of a Royal Patent in 1818, providing for a permanent broad promenade along the whole waterfront of the town, to be called the Mall and to be some 30 acres in extent. Of this proposal, Wm. Canniff later pointed out that "Had this been procured, the railway depot being located to the north of the City, and Toronto Bay kept pure from vile sewage, which now pollutes its waters, Toronto would today be a far more attractive City than it is." \*

Unfortunately, the plan was not carried out and the unsatisfactory state of the waterfront persisted until recent years, when measures were carried out to create attractive parks, beaches and recreational areas along the waterfront and to eliminate the pollution of the water by sewage.

However, the central waterfront - the area from Bathurst Street to Cherry Street - has continued to develop in such a way as to cut off Downtown from the water, giving rise to the often repeated expression that Toronto has "turned its back on the lake".

The Planning Board, since its Report on Proposed Uses of Waterfront Lands in June, 1959, had been following a systematic programme leading to a waterfront plan. At the Planning Board meeting of August 14, 1962, a staff memorandum reported on work in the waterfront area. These included the preparation of the West Harbour Planning District Appraisal and, for the Toronto Waterfront Committee, studies on the area from Bathurst Street to Leslie Street, from the railway tracks to the Lake. The memorandum stated that an interim report was in preparation, which would contain the following main elements:

- (a) A statement on the best use of the various parts of the Toronto waterfront
- (b) A plan for the core area between Yonge Street and York Street, expressed in terms of land use and a design in three dimensions to illustrate principles of physical organization and the proper relationship of functions and buildings.

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\* Historical Sketch of the County of York, Wm. Canniff, M.D., 1878.





This plan will have to take into account the diverse activities and needs that converge in the core area: The Gardiner Expressway and other arteries, off-street parking requirements, the re-construction of the Ferry Terminal, Harbour Terminal requirements, developments required for the fulfillment of Toronto as a port, the various development proposals recently made, and the opportunity for public access to and enjoyment of the waterfront area.

This report is presented in fulfillment of the foregoing.

In preparation of this report, the Staff has had the benefit of discussions with the staff of the Toronto Harbour Commissioners.

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# 1. Background - The Toronto Waterfront

## (a) Present Use

The waterfront area that falls within the City of Toronto extends for a distance of approximately eleven miles, from the Humber River on the west to the Victoria Park Pumping Station on the east and includes the Toronto Islands. In general terms the existing pattern of land use can be described as follows:

<u>Area</u>	<u>Use</u>
A. From The Humber to Bathurst Street.	- Park and Recreation
B. From Bathurst to York )	- Parkways, Industry,
)	Warehousing
) The Central	
C. York to Yonge )	Waterfront - Park, Office, Parking
)	Port Activities
)	
D. Yonge to Cherry Street)	- Marine Terminals,
	Industry
E. Cherry to Leslie Street	- Bulk Storage, Industry,
	Shipping Channel
F. Leslie to East City Limit	- Park and Recreation
G. The Islands	- Park, Recreation,
	Airport

Waterfront activities predominate. Parks and Recreation activities occupy about 60% of the shoreline. In the remaining area, between Bathurst and Leslie Streets, there are some twelve miles of dockage. About 58% of waterfront lands (the lands shaded in Fig. 1) are owned by the Toronto Harbour Commissioners, and another 18% are in the hands of other public authorities.

## (b) Future Use

During the past three years the Planning Office has been intermittently engaged in the study of the waterfront area, with a view to establishing the best long-term use of the Waterfront. Land use recommendations for the areas west of Bathurst and east of Leslie Street have been considered by the City's Waterfront Committee.

/...





In recent months, the area between Bathurst and Leslie Streets has been studied and will be the subject of a separate report to the City of Toronto Waterfront Committee. The tentative results of the waterfront land use studies are summarised in the Preliminary Draft Plan for the Waterfront that accompanies this report. This is presented now as a setting for the consideration of the "core area" which is the main concern of this report.

The Preliminary Draft Plan divides the waterfront into three broad categories - Parks and Open Space, Industrial, and Special Uses. Each, in turn, is divided into a number of sub-areas. The object of the plan is to provide a positive guide to the sound use of the various parts of the Waterfront. Thus four industrial sub-areas are defined, permitting a distinction between light industry requiring a near-harbour location, from other industries requiring dockside location, and so on. The Special areas, because of their location or development problems, do not fall into any one of the broad land-use categories. They are the "air rights" areas over railway property, and the waterfront core, between Yonge and York.







# PRELIMINARY DRAFT PLAN — TORONTO WATERFRONT

## LEGEND

### PARKS AND OPEN SPACE

- 1 GENERAL PARKLAND
- 2 ACTIVE PUBLIC RECREATION
- 3 SPECIAL PARK
- 4 PUBLIC LANDSCAPED OPEN SPACE
- 5 OPEN SPACE

### SPECIAL

- 1 THE WATERFRONT CORE — SELECTIVE RECREATIONAL, COMMERCIAL, AND PORT USES UNDER SPECIAL CONTROLS.
- 2 RAILWAY PROPERTY — MIXED USES UNDER SPECIAL CONTROL.

### INDUSTRIAL

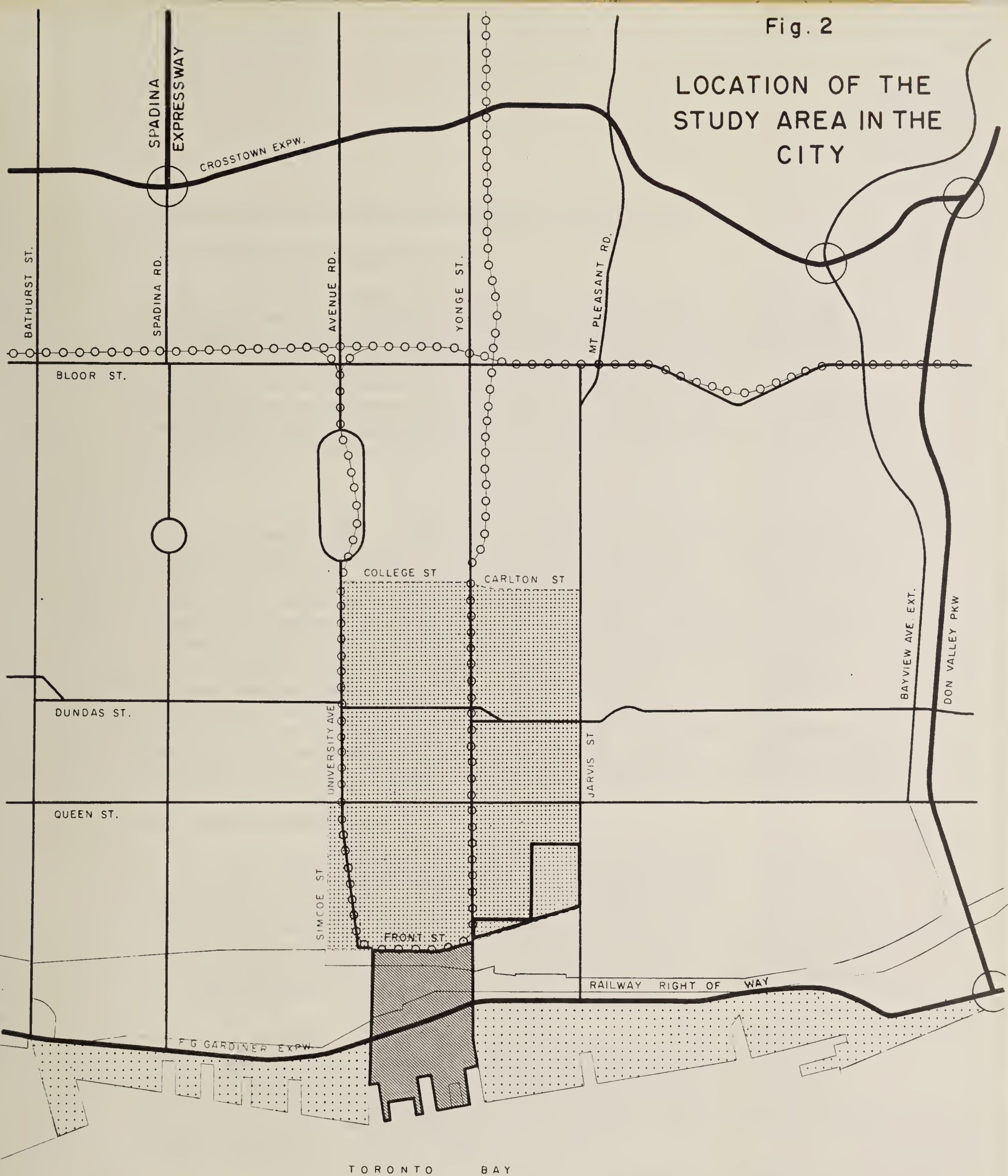
- 1 MARINE TERMINALS, CRANE ELEVATORS, SUGAR REFINERY AND SIMILAR WATER-ORIENTED INDUSTRIES.
- 2 LIGHT INDUSTRIES REQUIRING HARBOUR LOCATION
- 3 HEAVY INDUSTRIES REQUIRING HARBOUR LOCATION; OPEN STORAGE OF BULK WATERBOURNE MATERIALS
- 4 HEAVY INDUSTRIES REQUIRING DOCKSIDE LOCATION; OPEN STORAGE OF BULK WATERBOURNE MATERIALS.

SCALE 1" = 2000'



Fig. 2

# LOCATION OF THE STUDY AREA IN THE CITY



STUDY AREA



EXPRESSWAYS  
EXIST. & PROP.



ARTERIAL STREETS



LOCATION OF PROPOSED  
ST. LAWRENCE CENTRE  
FOR THE ARTS



INDUSTRIAL WATERFRONT



SUBWAY



DOWNTOWN PLANNING DISTRICT



0 1000 2000  
FEET





## 2. Factors Related to the Development of the Core Area

### (a) Location and Accessibility

The central location of the study area, its relation to Downtown, the proposed St. Lawrence Centre for the Arts, and the central waterfront, as well as the excellent road connections between it and the Metropolitan region, are illustrated in Fig.2. The location of the core area draws attention to its prominent and strategic position in relation (a) to downtown Toronto; (b) to the shipping, recreational and industrial activities of the waterfront, and (c) to its potential role as the symbolic centre of the entire waterfront area.

A factor of importance which is illustrated in Plate 1 is the barrier between the southern part of the study area and the downtown area, created by the width of Front Street, the massiveness of the Union Station, Post Office and Customs House buildings, the height and length of the railway grade separation and the soon-to-be-completed elevated section of the F.G. Gardiner Expressway. These features constitute a visual, physical, and psychological barrier between Downtown and the Harbour to the detriment of both areas. A link between the two areas is required both for the fulfillment of Downtown and the Waterfront. But it is unlikely that the barrier can be overcome so effectively that the study area becomes an extension of Downtown. For this reason, it should be considered as a separate though related entity and its development guided accordingly.

### (b) Existing Land Use

The existing land use is indicated on Fig.3. Queen's Quay divides the uses into two broad categories. South of Queen's Quay are those directly related to the waterfront and, to a certain degree, intended for public enjoyment of the area. Facilities there include marine cargo terminals, the ferry terminal, slips for water taxis and yacht club ferries, a refreshment stand, limited parking, and some offices related to waterfront activities.

North of Queen's Quay there is non-competitive office space, the central administration building for the waterfront, and extensive parking that serves the buildings in the area, provides a location for commuter parking for people who then enter Downtown by taxi, on foot, or by public transportation, and also serves those using the ferries to the islands.

This illustrates a pattern of uses and functions which the area serves, and which should be maintained. The area should continue to provide parking facilities for buildings there, as well

Development of the Government

Summary

The Government of the United States is a federal republic. It is composed of three branches: the Executive, the Legislative, and the Judicial. The Executive branch is headed by the President, who is elected by the people. The Legislative branch is composed of the House of Representatives and the Senate. The Judicial branch is headed by the Supreme Court. The Government is responsible for the protection of the rights of the citizens and the maintenance of the law.

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Conclusion

The Government of the United States is a federal republic. It is composed of three branches: the Executive, the Legislative, and the Judicial. The Executive branch is headed by the President, who is elected by the people. The Legislative branch is composed of the House of Representatives and the Senate. The Judicial branch is headed by the Supreme Court. The Government is responsible for the protection of the rights of the citizens and the maintenance of the law.

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Plate 1: THE CORE OF THE CENTRAL WATERFRONT







Fig. 3

# THE CORE OF THE CENTRAL WATERFRONT

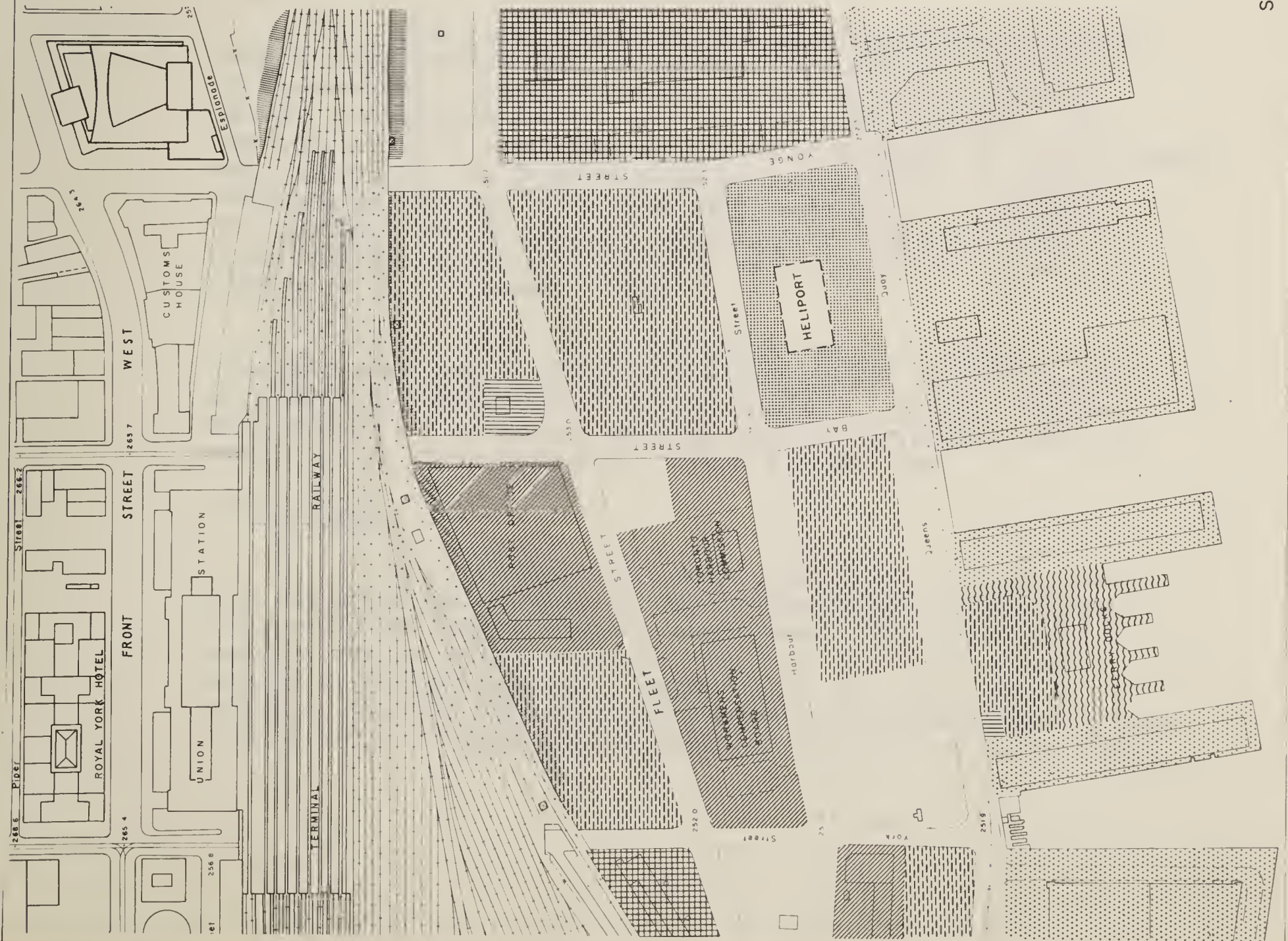
## EXISTING LAND USE

- OFFICES
- WAREHOUSING AND MARINE CARGO TERMINALS
- INDUSTRIAL
- RETAIL
- PUBLIC DOCKS
- PARKING
- PARK
- VACANT



SEPT 1962

CITY OF TORONTO PLANNING BOARD







for commuters destined for downtown and should continue to be the location for the central administrative waterfront offices. Also, the uses in the area should be roughly divided at Queen's Quay, so that those to the south are water-related uses and those intended for public enjoyment, while those to the north are more related to the central location and accessibility of the area.

(c) Existing Zoning

The existing zoning is shown on Fig.4 which indicates that a wide range of uses is permitted in the study area to very high densities. If the land available for development, the areas likely to be redeveloped and the air space over the railway tracks were built upon to the permitted densities, the area could accommodate approximately 25 million square feet of floor space. For comparison, the existing floor space in the Downtown Planning District is about 40 million square feet. There are no prospects of development in any way approaching the present zoning capacity taking place. Not only is the idea of this amount of development unrealistic, it is also inappropriate as it does not express a suitable concept for the core waterfront area and does not differentiate between it and the Downtown centre.

Fig.4 also shows that the existing pattern of development does not conform with the pattern established by the zoning. If the area were allowed to develop within the existing zoning pattern the physical result could be quite unsatisfactory. There would be a central open space surrounded by buildings of varying height and bulk and cut off from the water by buildings that could be of considerable size and cover their sites completely. In addition, the heavily travelled arteries and expressway ramps that will surround the open space will reduce its effectiveness as a place for leisure or as an ornamental park.

For these reasons the zoning should be amended to outline more specifically the desirable uses for the area, to permit a more realistic density that is not so likely to conflict with that of Downtown, and to provide for open space at the water's edge for public access and enjoyment of the area and the view.

(d) Ownership

Fig.5 indicates the pattern of ownership in the study area and shows that the bulk of the land available for development is owned by the Toronto Harbour Commissioners, with large parcels owned by the Government of Canada, the City, the railways and a private developer named Marvo Construction. The size of these holdings, the fact that the Toronto Harbour Commissioners are in control of all land immediately adjacent to the water and the fact that


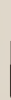





Fig. 4

THE CORE OF THE CENTRAL WATERFRONT

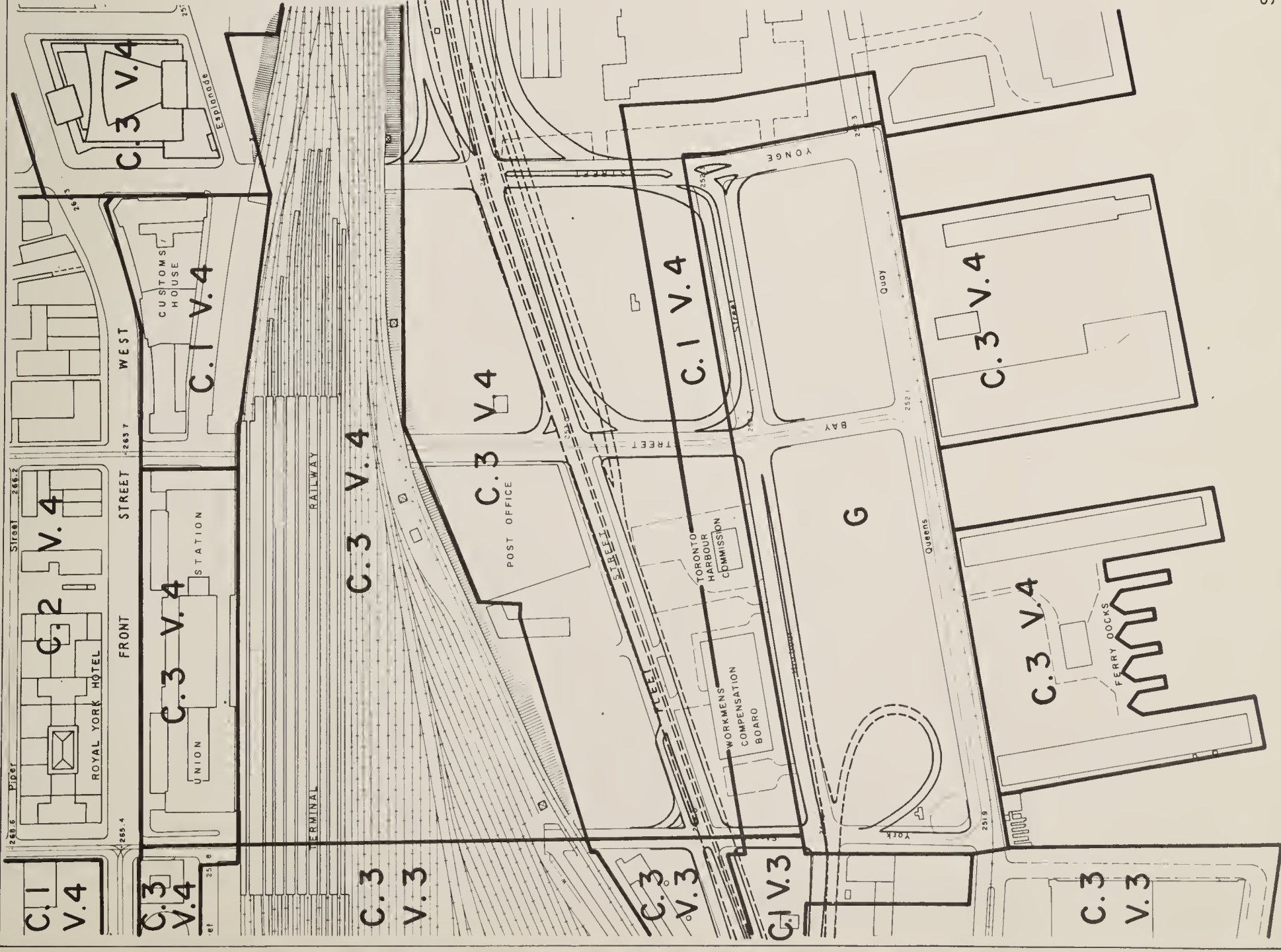
EXISTING ZONING

-  ZONING BOUNDARY AND CLASSIFICATION,
-  ROAD PATTERN AT COMPLETION OF F.G.GARDINER EXPRESSWAY,
-  ALIGNMENT OF ELEVATED F.G.GARDINER EXPRESSWAY.

- G PARKLAND
- C.1 COMMERCIAL
- C.2 INDUSTRIAL
- C.3

V.3 PERMITTED GROSS FLOOR AREA 7 TIMES THE AREA OF THE LOT

V.4 PERMITTED GROSS FLOOR AREA 12 TIMES THE AREA OF THE LOT





most of the owners are public agencies, all underline the outstanding opportunity which exists for comprehensive urban development. If the owners concerned would participate in a co-operative co-ordinated programme of development in accordance with an overall plan, the area could be developed as a unit, resulting in an urban environment of a standard and scale rarely achieved in the heart of a city.

• • •



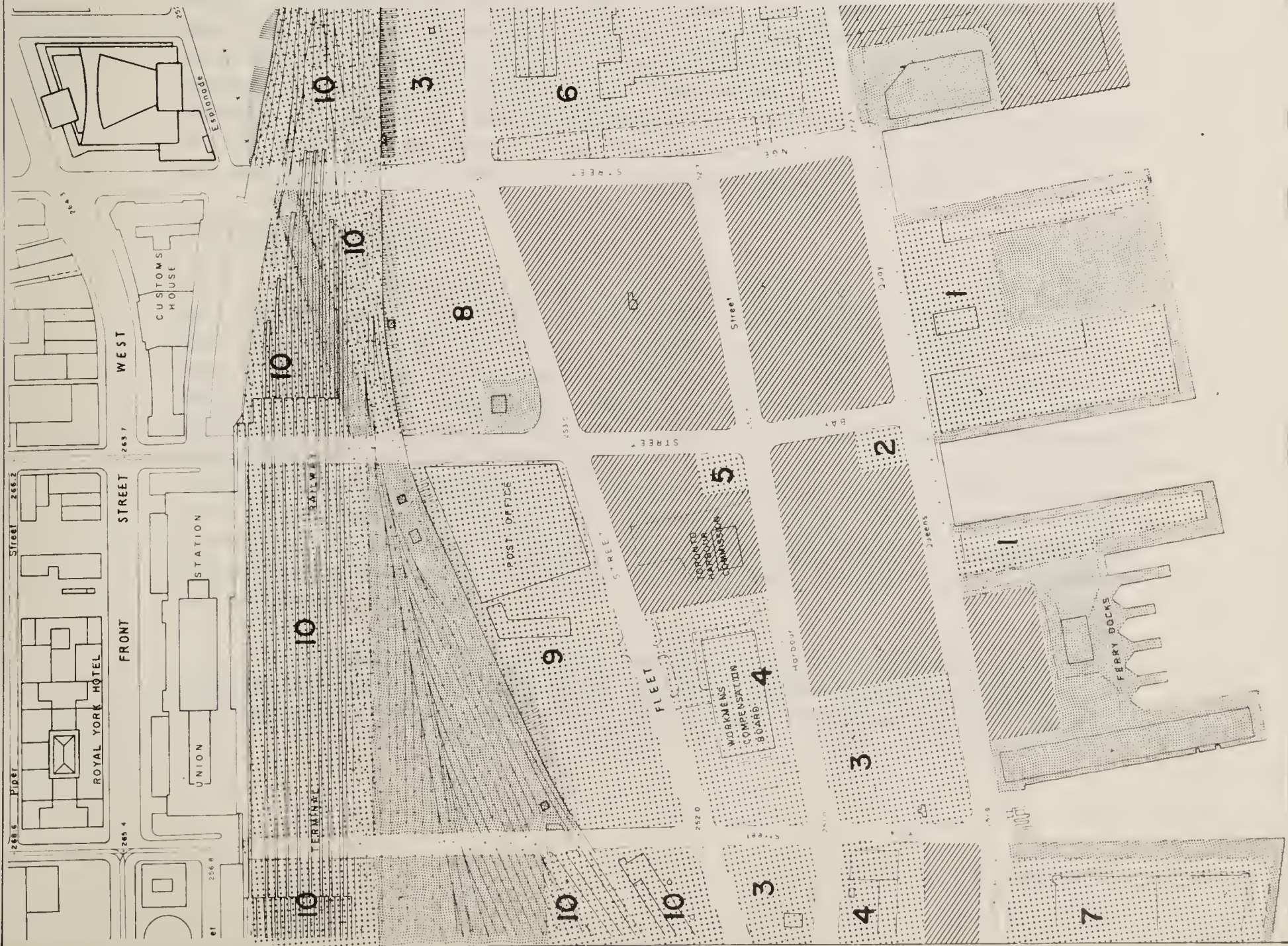
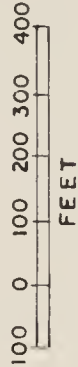
Fig. 5

THE CORE OF THE CENTRAL WATERFRONT

OWNERSHIP

- TORONTO HARBOUR COMMISSIONERS - UNLEASED
- TORONTO HARBOUR COMMISSIONERS - LEASED
- AS LISTED BELOW:

- 1 MARVO CONSTRUCTION Co. Ltd.
- 2 T.T.C.
- 3 METROPOLITAN TORONTO
- 4 PROVINCE OF ONTARIO
- 5 CANADIAN IMPERIAL BANK OF COMMERCE
- 6 TORONTO DAILY STAR
- 7 TERMINAL WAREHOUSE
- 8 CITY OF TORONTO
- 9 GOVERNMENT OF CANADA
- 10 RAILWAYS







### 3. Proposals

#### (a) Objectives

The proposals attempt to provide a framework for development which would achieve the following objectives:

- (i) all development to fit into one major scheme for the entire area;
- (ii) create a visual and functional link between downtown Toronto and the waterfront;
- (iii) complement, not conflict with the development of downtown Toronto;
- (iv) be of benefit to the Port of Toronto; and
- (v) provide for maximum public access to and enjoyment of the waterfront.

The proposals are presented as a three-dimensional concept which illustrates both the types of uses considered appropriate for the area and the important physical design factors. It must be emphasized that the proposal is intended primarily to illustrate the principles which should underlie development in the area, the desirable organization and relationship of elements, and the importance of the entire area being developed as a unit. It is not intended, nor should it be regarded, as a fixed and inflexible scheme.

#### (b) Appropriate Uses

The uses included in the proposal are those which would take advantage of the locational factors outlined earlier, are consistent with the objectives, and which would lend vitality to the area at all times of the year, both day and night. Consideration has been given to those uses which, in the view of the Harbour Commissioners, would support the development of the Harbour. In general, the kinds of uses considered appropriate are a wide range of waterfront-oriented uses and others of a primarily public nature, such as motor hotels, convention hotels, exhibition facilities, entertainment and recreation facilities, such as restaurants and places to meet and observe the passing scene. There is a limited, but choice opportunity for corporation offices.

Industrial uses were considered inappropriate for such a prominent location and a major retail concentration was discounted because of the proximity to the established downtown shopping area

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The program is intended to provide a framework for development of the following objectives:

- (b) All developments in the area of the water scheme for the future area;

- (ii) creates a direct and functional link between the following language and the following:

1. Background on the case, the person involved (if)
   
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the entire area being developed as a unit, it is not intended, as a first step, to develop the area in a piecemeal fashion. The area is being developed as a unit, and the importance of this is being emphasized. The area is being developed as a unit, and the importance of this is being emphasized. The area is being developed as a unit, and the importance of this is being emphasized.

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the cases included in the proposal are those which would be of the greatest benefit to the community, and which would be of the greatest benefit to the community, and which would be of the greatest benefit to the community.

because of the fact that the established dogma of the day was that the only way to get rid of the "evil" was to get rid of the "evil" itself. This was the only way to get rid of the "evil" itself. This was the only way to get rid of the "evil" itself.



and the inadvisability of creating a large traffic generator at the junction of the arterial roads and Downtown. This was not considered a desirable location for residential buildings because of the proximity to the industrial waterfront, the fact that only a small residential complex could be developed that would be completely surrounded by non-residential uses, and the absence and difficulty of providing community facilities. Nor was this considered an appropriate location for a concentration of general competitive office space. It is too far from the Downtown office core, centred on King and Bay Streets, to be part of it and it does not have other significant advantages for general competitive offices. Should these by any chance be built, they might have a harmful effect on the Downtown core.

### (c) Physical Design Features

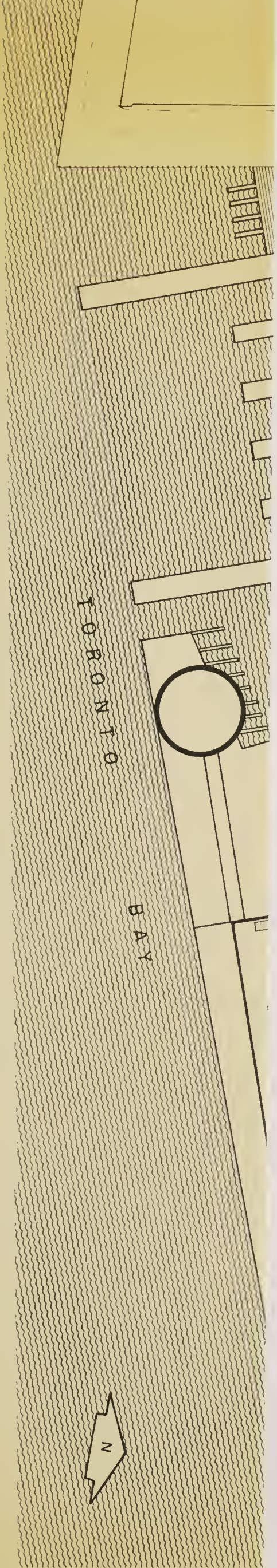
Figure 6 illustrates the general design principles which should be followed to achieve the objectives of the proposals. The development of the entire area is integrated into one major plan or concept which, in turn, is related to all its surroundings. The dominant surrounding features are the Downtown core, to which a strong functional and visual link must be created; the railways and F.G.Gardiner Expressway, which form a tremendous barrier but also provide excellent transportation, and the lakefront, which should be the main outlook for the project. Within the project the essential continuity and relationship of public spaces is illustrated, along with their relationship to the buildings, and the relationship of the buildings to one another.

The link with Downtown and the emphatic connection from there down to the waterfront is achieved by creating Union Plaza, a handsome landscaped deck elevated above the railway tracks, and from there proceeding by a series of plazas, like great steps leading down to the waterfront. The pedestrian would walk from the south end of Bay or Yonge Street, up by escalator or staircase to Union Plaza, above the tracks and expressway, looking out to the lake. From there he would proceed by a series of bridges and flight of steps through International Plaza and Lakeview Place to Queen's Quay Deck, extending out to the waterfront but at a level still well above the water. Turning parallel to the lakeshore, he would descend to Marine Park, the main public area on the waterfront.

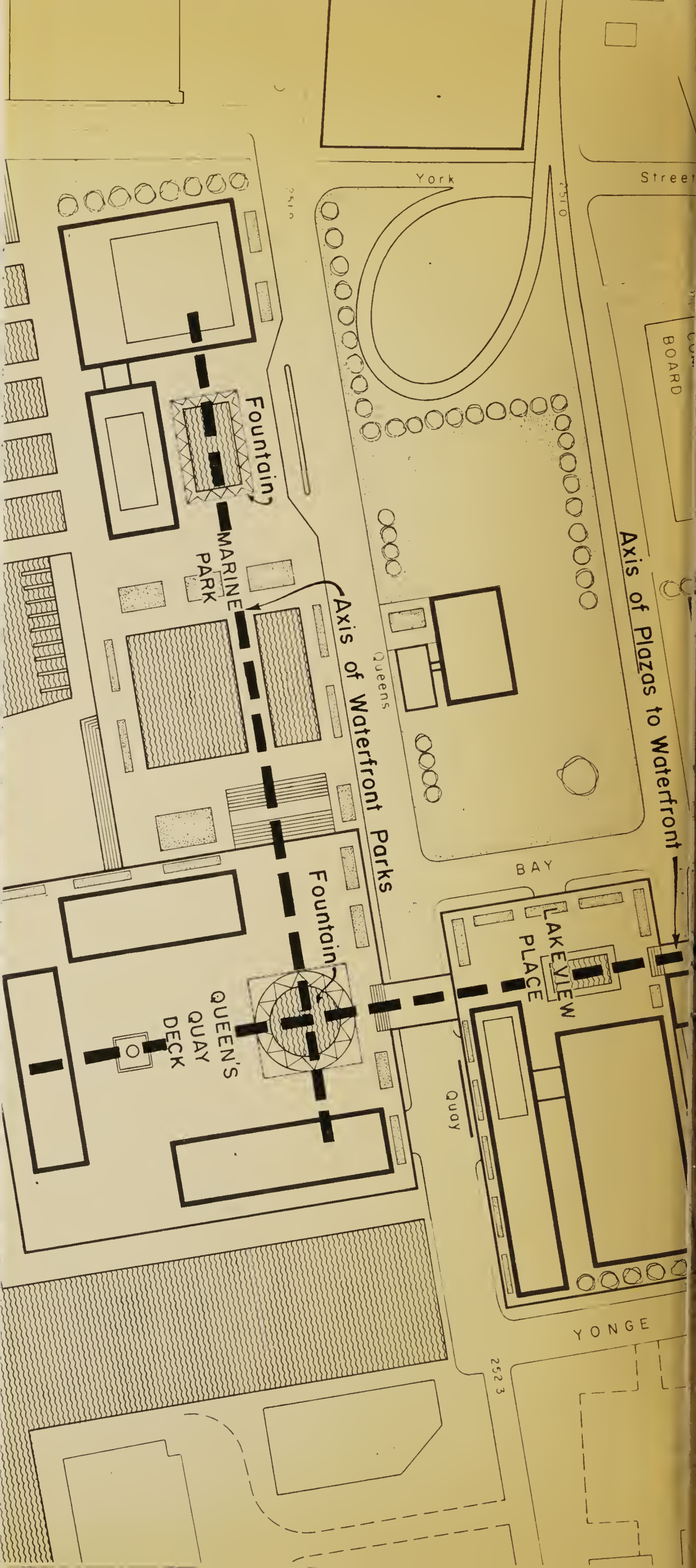
The linkage to Downtown would be emphasized by a fountain at the foot of Yonge Street and a tall spire-like structure at the foot of Bay on top of Union Plaza. The fountain would be a lively link with Yonge Street and the St. Lawrence Centre for the Arts, while the spire would be a fitting counterpoint to the City Hall tower, facing it on the axis of Bay Street. The spire would also be a terminal



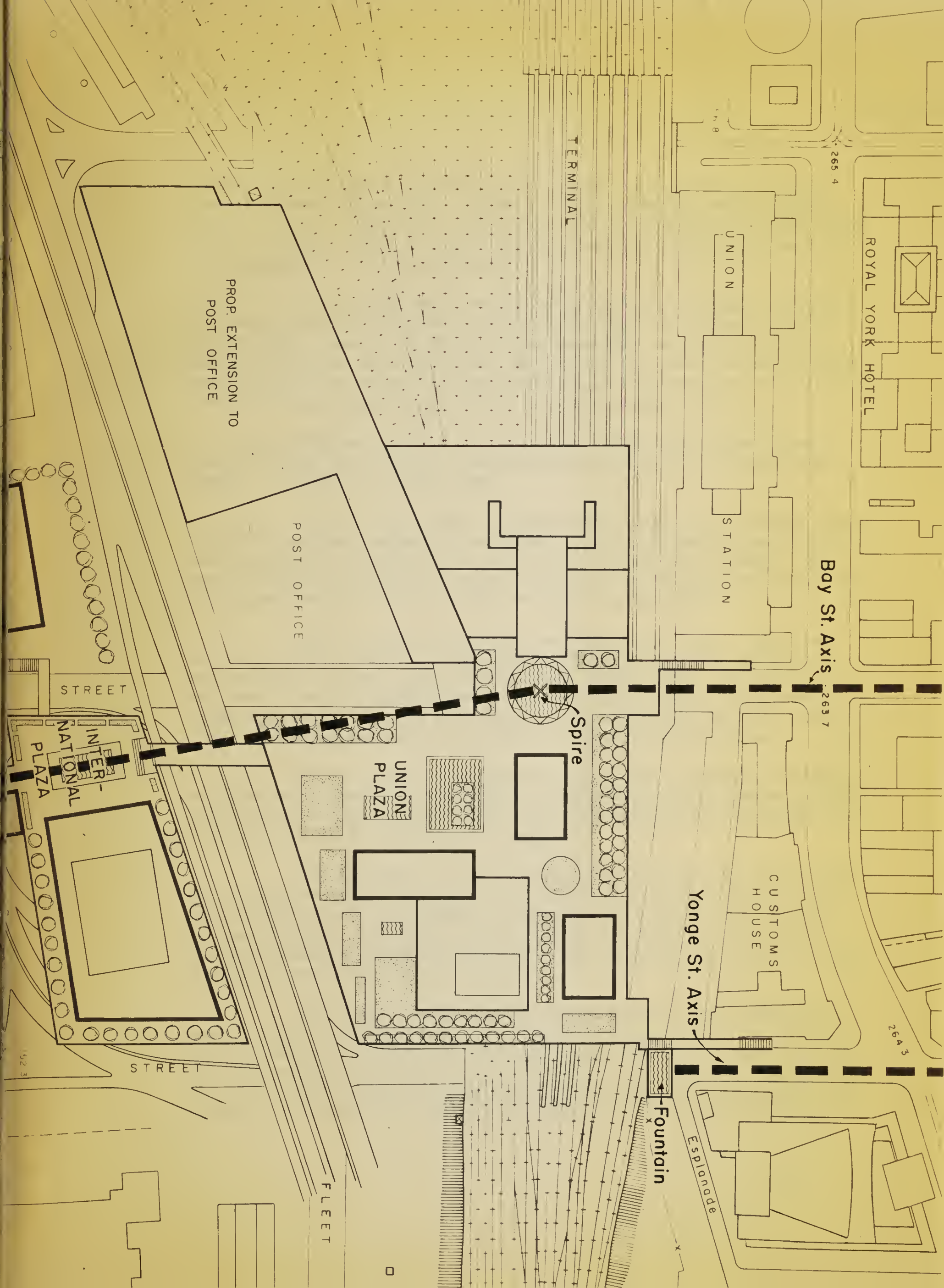




PHYSICAL DESIGN FEATURES OF PROPOSAL







ROYAL YORK HOTEL

UNION

STATION

Bay St. Axis

CUSTOMS  
HOUSE

Yonge St. Axis

Fountain

Esplanade

TERMINAL

Spire

UNION  
PLAZA

PROP. EXTENSION TO  
POST OFFICE

POST OFFICE

STREET

INTER-  
NATIONAL  
PLAZA

STREET

FLEET



feature at one end of the axis joining the great series of plazas down to Queen's Quay Deck. There, a large fountain would be the other terminal feature and this would also be the focus for the final axis, at right angles to the last, running down through Marine Park to the group of public buildings.

These axes would be made more emphatic through a series of pools and fountains, as well as the bridges and steps necessary to link the plazas. In this way the essential continuity of the project would be made clear and the linkage of plazas to one another and, through the spire, to Bay Street would help make the whole project seem more compact and closer to the Downtown core.

Proceeding from Downtown, the first deck, Union Plaza, would have an open surface landscaped with pools and planting and enjoy a view out to the lake.

The next two decks, International Plaza and Lakeview Place, would be smaller landscaped surfaces, clearly following the axis but also serving as forecourts to buildings on their east flanks. The west sides would be open, facing out to a free-standing building, and the ground level recreation and landscaped area below.

Queen's Quay Deck would terminate this axis. As it was approached from above it would appear to close the view entirely, contrasting with the open lake views on either side. But as it was entered it would be seen that it was, in fact, open at deck level, under and around the end building, to the waterfront so that people could walk over and watch the harbour activities below them.

Marine Park, at ground level contains a variety of public activities, informally arranged for maximum use and enjoyment, except that the axis from Queen's Quay Deck, paralleling the waterfront, is carried through to the major buildings.

Looking back at the project, from the Lake the decks form an impressive series of major steps up to Union Plaza, further emphasized by the lines of planting that parallel them. The skyline is one of modest buildings progressing in a series of rising and falling levels up to the culmination above Union Plaza, this in turn blending into the Downtown skyline.

The entire surface of the plaza would be for pedestrians only. Below their decks would be large parking garages and service areas, connected directly to the Expressway as well as local streets. Thus the project would enjoy the benefits of excellent accessibility as well as the complete separation of pedestrians and vehicles. The complete enclosure of parking would also help to enhance the area.

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1. The following information was obtained from the records of the Department of the Interior, Bureau of Land Management, regarding the land owned by the United States in the State of California:

The above information was obtained from the files of the Department of the Interior, Bureau of Land Management, and is being furnished to you for your information.

(d) Description of the Proposal

The details of the proposal are indicated in the figures and plates which follow. Underlying the concept has been the objective of providing for greater recreational and public enjoyment of the waterfront than could be achieved by retaining the public open space and zoning framework that presently exists. The following notes describe the proposal starting at the north end and the numbers refer to those on Figure 7.

Transportation Terminal

In the area between the Union Station and the F.G. Gardiner Expressway is a complex of buildings on a podium over the railway tracks, conceived as a transportation terminal. This proposal emerges out of the downtown studies, and will be presented as part of the Downtown Plan. It would contain a heliport (1), an airline terminal and a bus terminal, all of which would be integrated with the railway terminal, for commuter and long distance traffic, and hence with the subway. At the south end there would be direct connections to the F.G. Gardiner Expressway as well as to the local roads. The terminal would combine railway, bus, transit, and air facilities.

Adjoining the Transportation Terminal, to the west, is the podium of Union Plaza. Under the podium there would be a substantial amount of parking for commuter, business and visitor traffic. The podium itself would be a suitable location for an hotel (2), convention facilities (3) which could possibly be tied in with those of the close-by downtown hotels, and offices(4) The site has the dual advantage of a commanding view of the Lake, as well as proximity to the primary downtown activities - the financial centre, hotels, restaurants and entertainment. At Yonge Street it would link up with the St. Lawrence Art Centre, that extends from O'Keefe Centre to The Market.

Pedestrian access to the podium would be by ramps and escalators and at both of the access points from Downtown would be major features which would form focal points at the ends of Bay and Yonge Streets. The large landscaped open space indicated as Union Plaza in Fig.7 would command a view over the lake and become a window to the waterfront at the southern edge of Downtown. The design concept is illustrated in the accompanying perspective (Plate 2).

Waterfront Proposal

From Union Plaza there would be a pedestrian link (5) crossing over the F.G. Gardiner Expressway and stepping down to

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(b) Description of the Incident

On the morning of the 1st of June, 1964, the author was in the laboratory of the U.S. Army Medical Research and Development Command, Fort Detrick, North Carolina, when he observed the following incident. The incident occurred in the laboratory of the U.S. Army Medical Research and Development Command, Fort Detrick, North Carolina, on the morning of the 1st of June, 1964. The incident occurred in the laboratory of the U.S. Army Medical Research and Development Command, Fort Detrick, North Carolina, on the morning of the 1st of June, 1964.

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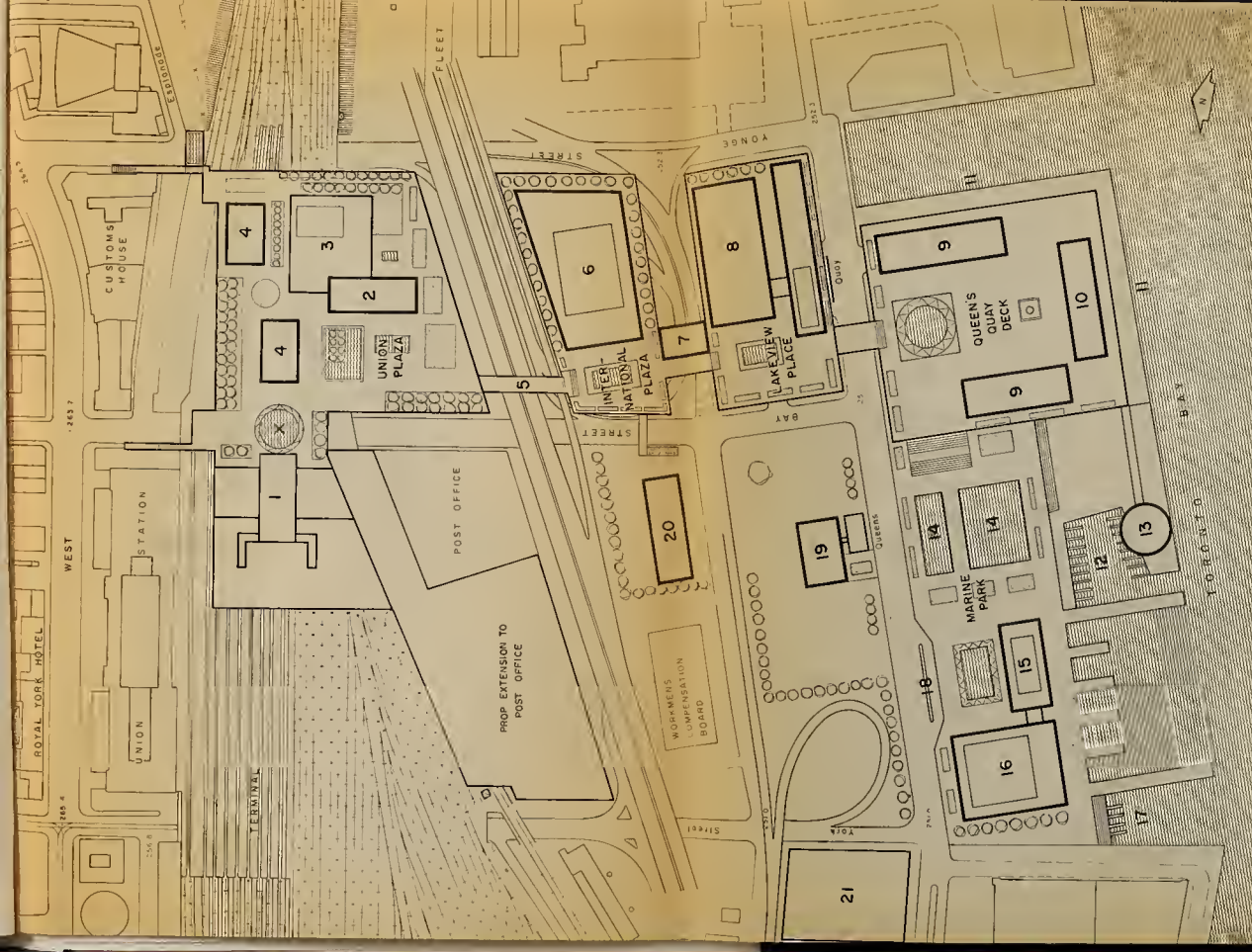
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## PLAN OF PROPOSED DEVELOPMENT

- 1 HELIPORT & TRANSPORTATION TERMINAL OFFICES
- 2 MOTOR HOTEL
- 3 CONVENTION FACILITIES
- 4 OFFICES
- 5 PEDESTRIAN LINK
- 6 EXHIBITION MALL & ASSOCIATED OFFICES
- 7 PEDESTRIAN LINK WITH SHOPS

- 8 MOTOR HOTEL
- 9 CORPORATION OFFICES
- 10 OFFICES
- 11 BERTHING SPACES FOR CARGO VESSELS
- 12 SHORT TERM MOORING SLIPS
- 13 RESTAURANT
- 14 BOAT DISPLAY BASINS

- 15 FERRY TERMINAL & MARINE MUSEUM
- 16 AQUARIUM
- 17 WATER TAXIS & ISLAND YACHT CLUB FERRIES
- 18 VEHICLE ACCESS LANE
- 19 SAILORS' RECREATIONAL CENTRE
- 20 NEW TORONTO HARBOUR COMMISSIONERS BUILDING
- 21 PARKING GARAGE





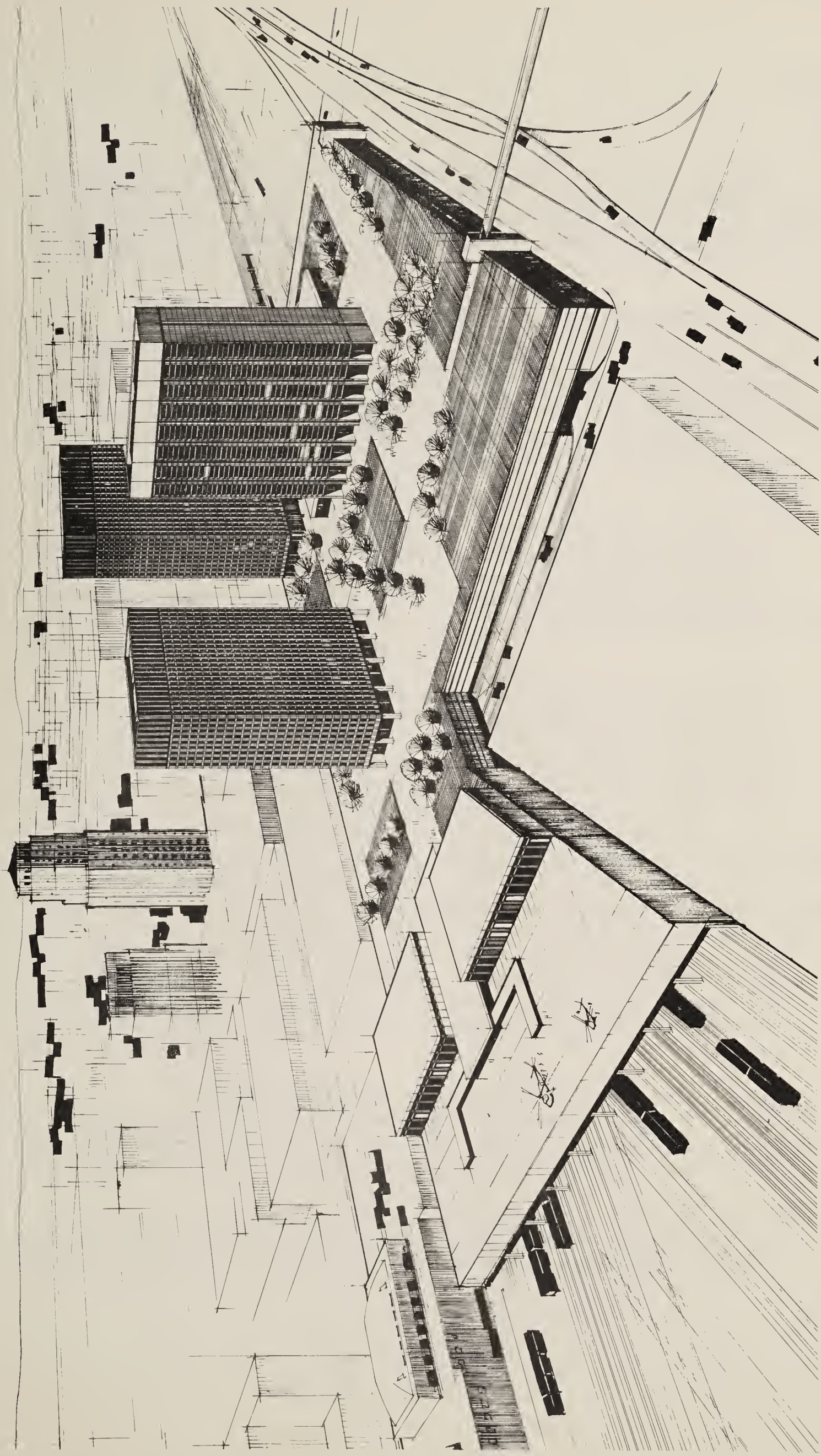


Plate 2 AERIAL VIEW OF TRANSPORTATION TERMINAL





International Plaza. This plaza would be a forecourt of a major exhibition building (6) and would contain a large reflecting pool. The exhibition building could be an international trade centre, could serve extra large conventions when required, and could contain associated office uses.

Under the exhibition building and plaza would be a multi-level parking structure. This would be accessible on the north directly from the F.G. Gardiner Expressway, would be linked to the transportation terminal by a vehicular bridge below the pedestrian link, would be directly linked at the lower level to the Yonge Street access to the F.G. Gardiner Expressway and would be connected by a tunnel under Harbour Street to a parking structure to the south as well as to the local roads.

Between International Plaza and Lakeview Place to the south would be a pedestrian bridge including several shops (7). Opening onto Lakeview Place would be a motel or motor hotel (8) situated to take advantage of the view south over the waterfront and north to the skyline of the City. The roof of this building would be an excellent location for a night club.

The last of the raised plazas would be built over a marine cargo terminal. It is indicated as Queen's Quay Deck in Fig.7 and would contain a large circular fountain that would form a focal point at the end of the stepped pedestrian route from Union Plaza. This prominent location would be suitable for corporation offices (9) as well as offices for firms directly associated with waterfront activities (10) such as customs brokers, stevedore companies, and shipping lines. Buildings in this location and throughout the area south of Queen's Quay would be limited by a 150-foot height restriction necessary to safeguard the operation of the Toronto Island Airport. At the water's edge (11) would be space for berthing two ocean or lake vessels which could unload their cargoes at the marine terminal under the pedestrian deck without interference from but in plain view of spectators. These berthing locations could also be used for mooring a lake or ocean vessel that is open for public inspection.

The area indicated as Marine Park would be developed as a major waterfront recreational area for public use. It would be developed in two levels with the lower one containing slips (12) for short-term mooring of small boats and an elevated restaurant (13).

At the upper level, developed at existing grade, there would be boat display basins (14) for replicas of historical ships, models of large ocean vessels or exhibits of contemporary leisure

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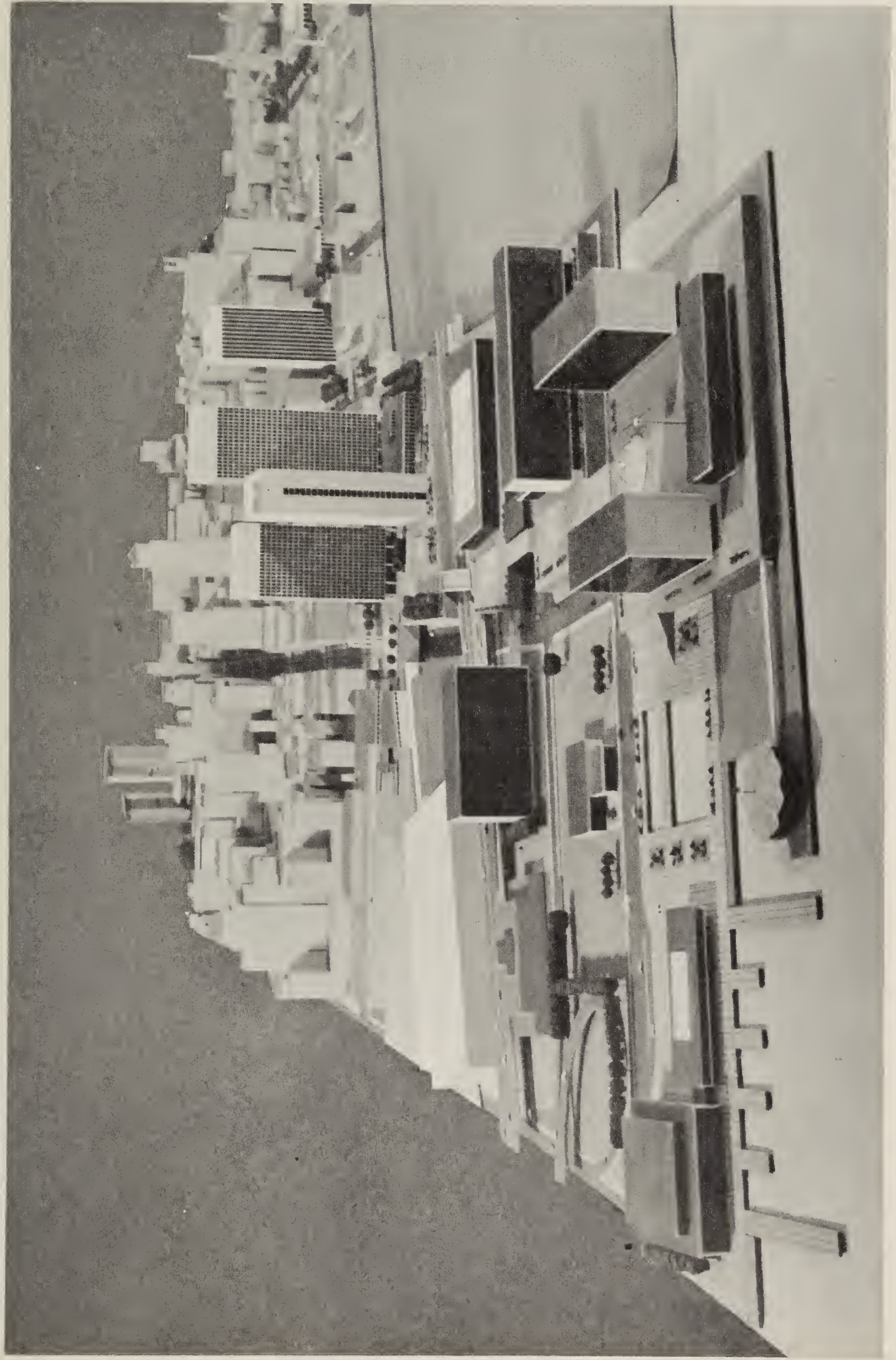


Plate 3 GENERAL VIEW OF WATERFRONT  
PROPOSAL FROM THE LAKE





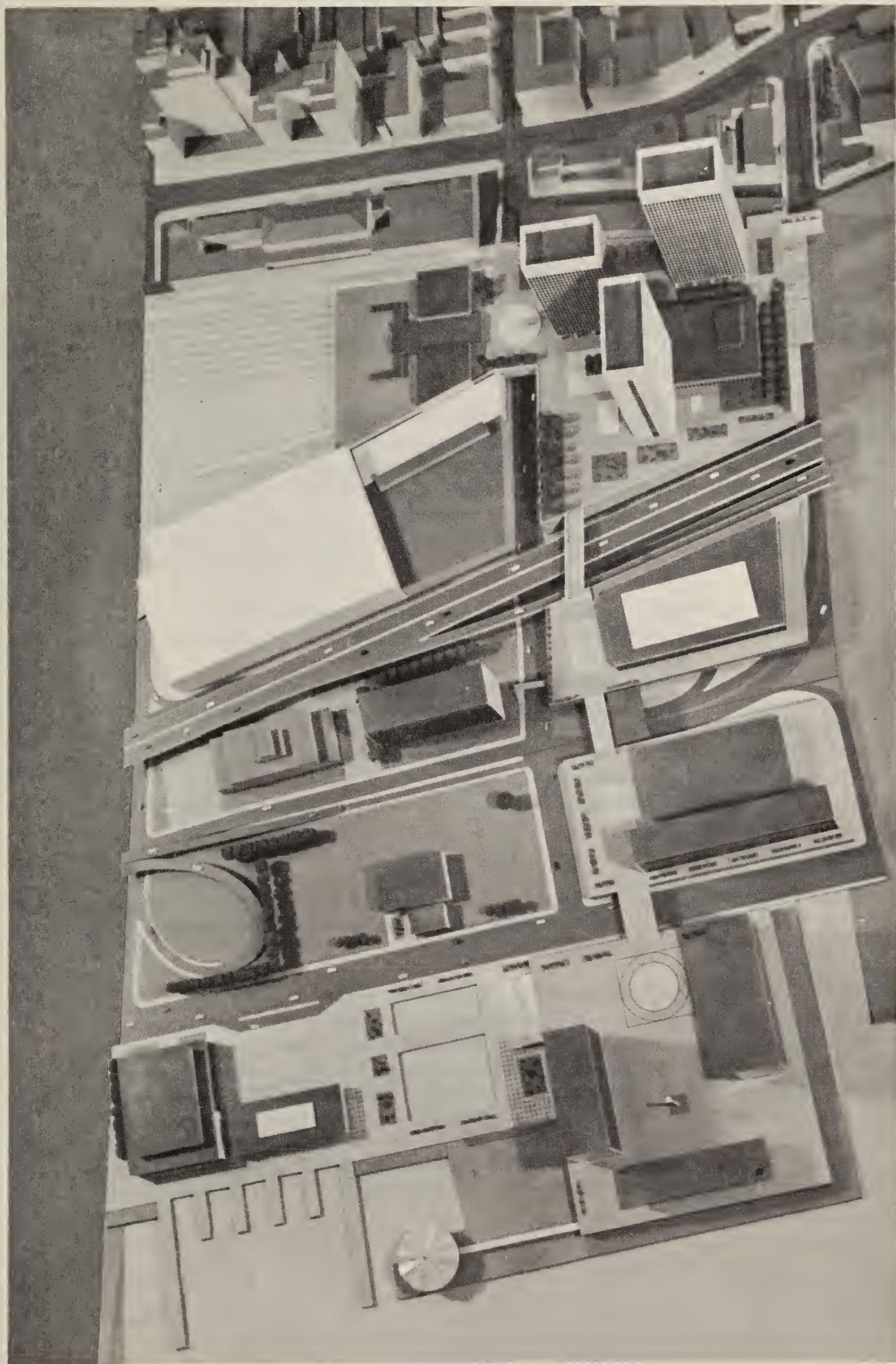


Plate 4 OVERHEAD VIEW OF WATERFRONT PROPOSAL





craft. Major features of Marine Park would be the ferry terminal and a marine museum (15), and an aquarium building that closes the space on the western side (16). Other facilities in this area are slips for water taxis and the island yacht club ferries (17) as well as a location for automobiles to discharge passengers and for buses and taxis (18).

The block immediately north of Marine Plaza would be developed as parkland and would contain the proposed sailor's recreational centre (19). This would not only be a convenient location but would enable the sailors from other countries to enjoy the other facilities provided there as well as be close to Downtown.

The last major building indicated is a new structure (20), possibly for the Toronto Harbour Commissioners, and for shipping lines and other harbour-related offices, located on the site of their existing building which has traditionally been the location of the central administration of the Port of Toronto. A parking structure (21) is shown on the site of the present parking lot at the north-west corner of York and Queen's Quay.

A section of the proposal is drawn in Fig.8 to illustrate the distribution of the main features at the different levels.

If the area were to be developed as indicated in the proposal it would be important to improve the public transportation facilities to it. There is a possibility, that needs further study, of creating a bus-subway interchange at Union Station in a location adjacent to the existing taxi stand. Such an interchange would enable people going to or from the area south of Front Street to have a more direct access to the subway and a variety of surface routes. The bus loop on the South side of Queen's Quay would enable the large summer crowds taking the ferries to the islands, as well as sightseers coming to enjoy the area, to be discharged directly in front of the major public attraction instead of on the north side of Queen's Quay as at present.

The existing function of the area to provide for parking of commuters destined for Downtown has already been mentioned, as well as the importance of continuing and expanding this function. There are presently about 2,500 spaces serving buildings in the area as well as commuters. The proposal includes parking for approximately 8,000 cars, of which about 4,000-5,000 spaces would be required for the buildings indicated in the proposal, leaving 3,000-4,000 to serve as commuter parking. This represents 10%-15% of the estimated volume of vehicles that will leave the F.G. Gardiner Expressway destined for Downtown.

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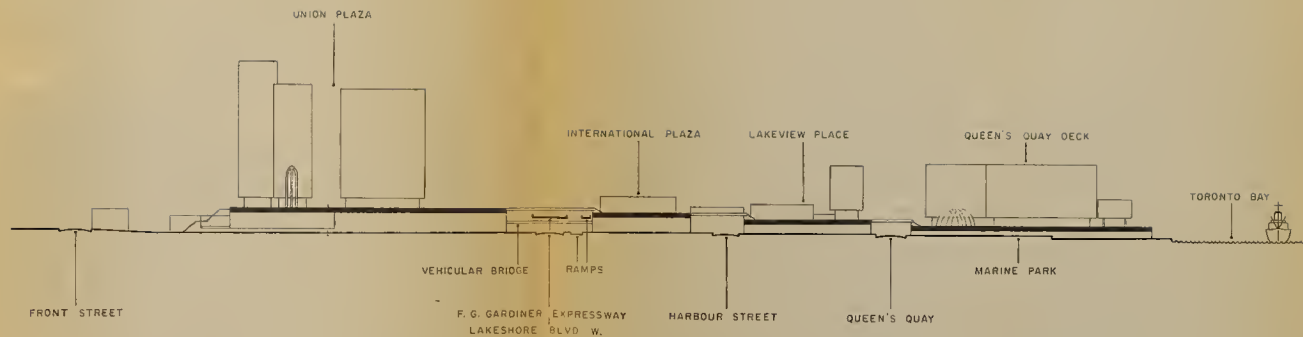
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SECTION THROUGH WATERFRONT PROPOSAL







Plate 5 LOOKING NORTH FROM QUEEN'S  
QUAY DECK TO UNION PLAZA





#### 4. Implementation

The prominent location of the waterfront core and the opportunity it presents for linking Downtown to the Waterfront makes its development a matter of major civic concern. It is essential that all the land owners in the area agree to participate in a co-operative co-ordinated scheme incorporating the principles illustrated in this report. In view of the fact that almost all of the land owners involved are public bodies it should not be unreasonable to expect their co-operation in the development of this area. However, this does not mean to imply that there cannot be opportunity for private investment and it is intended that most of the development in the area be undertaken by private enterprise within the framework of an overall plan.

There is no simple all-embracing technique for implementing the proposals for the core of the central waterfront. It will take a combination of carefully co-ordinated measures. There are three essential requirements: (1) the carrying out of scheduled construction programmes by various agencies in harmony with an agreed Plan; (2) the leadership of the Toronto Harbour Commissioners, who, as major owners, have a potent means of achieving a Plan through lease agreements with developers; and (3) the amendment of the City's Official Plan and Zoning By-law in line with the proposals. Each of these points requires some elaboration.

##### Point 1

The marine cargo terminals, the ferry terminal, marine museum, aquarium, boat display basin, small boat slips, and vehicle access points are the only elements in the proposal requiring public funds. The Metropolitan Parks Department apparently has already earmarked funds for a new ferry terminal and the T.T.C. has appropriated a limited amount of money for the improvement of bus and street-car terminal facilities in the area. In addition, the Toronto Harbour Commissioners have indicated interest in the construction of a marine cargo terminal in the core area. The existing facilities of the Marine Museum at the C.N.E. are converted quarters and they would be more suitably located in this area. The Seaman's recreation centre is being actively promoted by religious groups, with the consent of the Toronto Harbour Commissioners.

Consultation with all the agencies involved will be required. The various agencies should be encouraged to examine the proposal and, if they find it suitable, to co-ordinate their activities with the aim of creating a waterfront development of unique civic value.

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Point 2

Perhaps the most important factor is that the largest portion of land is owned by the Toronto Harbour Commissioners, and they must also control the waterfront dockage if they are to create the proposed new terminal. It is therefore essential that they agree to play an active role in implementing an overall plan. One technique available to them is the use of leases for the development of their land rather than its outright sale. In this manner a high degree of control could be maintained by making it a condition of the lease that development conform to the overall plan. It is hoped that the Harbour Commissioners will participate actively in implementing a scheme for the entire study area in view of its importance to the City as a whole and the contribution it could make to the Port.

Point 3

The Official Plan provides an opportunity for clearly and definitely establishing the official policy of the City Council for the development of the Waterfront core. The Official Plan can be amended to include a statement of the Objectives, Uses, Design Principles, and major Development features. It would be difficult to provide the required zoning within the scope of existing districts. A suitable zoning framework will have to be established by a special zoning amendment that would permit the development specified in the Plan.

In addition, public easements may be required over some of the walkways and plazas.

These implementing measures do not apply to the transportation terminal over the tracks. The ways and means of achieving this essential "bridge" between Downtown and Waterfront will receive consideration in the Downtown Appraisal report.

The carefully co-ordinated measures required to implement the Plan for The Core of the Central Waterfront will require skilled and concentrated attention over a long period of time. This function could best be performed by the City's new Development Department.

Two further points require emphasis. The first is the indivisibility of a Plan for the Waterfront Core. A way needs to be found to ensure the step-by-step development of the area to ultimate completion in accordance with a Plan embodying the principles of this report. Anything short of this will make it very difficult to safeguard the public interest in this key waterfront area.

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The final matter of importance is the time-scale of the waterfront proposals. It will not be built tomorrow, nor will it be built all at once. It is likely to take twenty years to develop. Its major elements will be undertaken mainly by private developers as and when demand arises. For some elements of the scheme the demand is here today, for others it will be five years from now, or fifteen years. But the main objective is that all development, today and fifteen years from today, move toward a common goal. Depending on the sequence of development it may be necessary to build temporary links between sections pending the completion of the part in between.

To provide an opportunity for the careful consideration of this report by all interests concerned, it should be presented to the Toronto Waterfront Committee.

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## 5. Summary

### The Area:

#### Location:

Bounded by Yonge Street and York Street on the east and west, by the lake to the south, and Front Street to the north.

#### Characteristics:

Central, but removed from downtown. Accessible by all forms of transportation. A transition area between downtown and the harbour.

#### Development:

Underdeveloped now but present zoning contemplates unrealistic overdevelopment.

#### Ownership:

Large blocks in few hands. The Toronto Harbour Commissioners and the railway companies being the dominant owners.

### Proposals:

#### Objectives:

The area should:

- I Be developed as one unit,
- II Create a link between Downtown and the Waterfront.
- III Complement, not conflict with the development of Downtown.
- IV Be an asset to the Port of Toronto.
- V Bring the public to the port and the port to the public.

#### Plan:

With these objectives in mind, a plan has been prepared, not the ultimate plan or the only possible plan, - but one which satisfies all of the objectives listed above.

#### Uses:

##### Appropriate Uses

Recreation facilities  
Hotels and Motels  
Marine Terminal  
Transportation Terminal  
Parking  
Corporation Offices

##### Inappropriate Uses

Industrial Uses  
Residential Uses  
Competitive Office Space  
Major Retail Concentration

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Main Features:

- I Separation of pedestrians from traffic and parking.
- II A series of plazas stepping down from Union Plaza, above the railway tracks south of Front Street,  
to International Plaza  
to  
Lakeview Place  
to  
Queen's Quay Deck  
to  
Marine Park - at water's edge
- III Plazas to be linked on clearly-defined major axes, connecting also to Downtown.
- IV Each Plaza to have generous landscaped open space, with the opportunity to view the harbour and the lake.

<u>Plaza, Place, Deck or Park</u>	<u>Below Pedestrian Level</u>	<u>Above Pedestrian Level</u>	<u>Special Features</u>
Union	Rail Lines Busways 2,500 car parking	Heliport Motor Hotel Convention Facilities Offices Fountain and Spire	Pedestrian access to plaza and viewpoint, by ramps or escala- tors from Front St. or through Union Station. Direct access ramp from Expressway
International	Parking	Exhibition Bldg. Reflecting Pool	Direct access ramp from ex- pressway & link to parking area beneath Union Plaza
Lakeview	Parking	Motor Hotel Reflecting Pool	

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Main Features

The main features of the exhibition are as follows:

1. The exhibition is held in the main hall, which is a large, open space, with a high ceiling, and is well-lit.

Informational

to

the exhibition is

to

Queen's Quay Dock

to

Marine Park - at water's edge

It is also to be noted that the exhibition is held in a large, open space, which is well-lit, and is a very attractive one.

The exhibition is held in the main hall, which is a large, open space, with a high ceiling, and is well-lit.

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Exhibition Hall	Queen's Quay Dock	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100
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Place, Name	Address	Phone	Post Office Box
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Place, Name	Address	Phone	Post Office Box
Exhibition Hall	Queen's Quay Dock	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100

<u>Plaza, Place or Park</u>	<u>Below Pedestrian Level</u>	<u>Above Pedestrian Level</u>	<u>Special Features</u>
(Con't)			
Queen's Quay	Marine Cargo Terminal	Corporation Offices Waterfront Offices Fountain	Edge of plaza would allow public to watch ships unload
Marine		Marine museum, aquarium, ferry terminal, boat display basin fountain	Recreation, public access to waterfront

#### Implementation

A co-ordinated programme, including

1. construction of scheduled works in harmony with the Plan,
2. lease agreements of Harbour Commissioners - developers required to build consistent with the Plan,
3. amendments of the Official Plan and Zoning By-law of the City of Toronto.

The City's new Development Department would be a suitable co-ordinating agency.

The proposals in this report should be referred to the Toronto Waterfront Committee.



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Conclusion

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CREDITS

Architectural Consultant, Transportation Terminal .....

RAYMOND MORIYAMA

Aerial Photographs .....

HUNTING SURVEY CORPORATION

10/10/50

.....

RAYMOND W. BROWN

.....

RAYMOND W. BROWN











